

DATE ISSUED: January 23, 2002

REPORT NO. 02-018

ATTENTION: Honorable Mayor and City Council
Agenda of January 28, 2002

SUBJECT: Urban Runoff Management Program

SUMMARY

Issue: Should the City Council approve the Urban Runoff Management Plan which describes the current and future actions by the City of San Diego to reduce pollutants in urban storm water to the maximum extent practicable?

Manager's Recommendation - That the City Council approve the Urban Runoff Management Plan.

Clean Water Task Force Recommendation - On December 6, 2001, the Mayor's Clean Water Task Force voted unanimously to recommend conceptual approval of the draft Urban Runoff Management Plan.

Fiscal Impact - Current year activities are budgeted within specific department budgets. Actual implementation of the activities identified in the Urban Runoff Management Plan will be phased and is dependent upon identification of funding in future yearly budgets and City Council approval. Potential revenue sources to fund specific activities will be considered by separate action(s) in the future.

BACKGROUND

The 1972 Clean Water Act established the National Pollutant Discharge Elimination System (NPDES) permit program to regulate the discharge of pollutants to waters of the United States. Governmental agencies in San Diego County collect and discharge storm water and urban runoff containing pollutants through their storm water conveyance systems. These agencies, including the City of San Diego, implement programs to reduce pollutants under NPDES permit requirements commonly known as the Municipal Storm Water Permit for San Diego Copermittees. These programs resulted from 1987 Amendments to the federal Clean Water Act. The U.S. Environmental Protection Agency (EPA), which administers the Clean Water Act, has delegated authority to the State of California. The State exercises its delegated authority through its agency, the State Water Resource Control Board, which uses a system of regional entities (the Regional Water Quality Control Boards) to enforce the Clean Water Act. The San Diego Regional Board issued the Municipal Storm Water Permit for San Diego Copermittees in July 1990. The Permit was considered to be an "early permit" because it was issued prior to the adoption of the EPA Phase I (storm water) guidelines.

On February 21, 2001, the Regional Board significantly revised the Municipal Storm Water

Permit with the adoption of Order No. 2001-01. The Order stipulates that a jurisdictional Urban Runoff Management Program document be submitted to the Regional Board by February 21, 2002, which contains a written account of the overall program to be conducted during the five-year life of the Order.

DESCRIPTION

The Urban Runoff Management Plan is the blueprint for the actions that the City will take to protect and improve water quality of the ocean and rivers, creeks and bays in the region, and achieve Municipal Permit compliance. The Plan incorporates two challenges, the community and the City organization. The first and most important challenge is the community where every citizen needs to be aware of the issue and make behavioral changes in order to protect and clean up our beaches and bays. The challenge for the City is twofold. First, it is essential that we do everything possible to assist the community in achieving those behavior changes. Secondly, the City of San Diego is a large organization with 10,000+ employees. It is imperative that we educate and train each City employee to understand their role in insuring that the City acts responsibly to keep our beaches and bays free of pollution. To this end, the City must continually evaluate its business practices and modify them as appropriate to protect water quality.

Developing effective City storm water training, activities, and procedures requires consideration of the City's size and organizational complexity. For this reason, the Urban Runoff Management Plan has been developed and formatted as a user-friendly tool to guide City employees in implementing the storm water activities required of their department, and instructs department managers on activity, budget and reporting requirements. For example, the Development Review and Permitting component describes how the Development Services Department will ensure that the Standard Urban Storm Water Mitigation Plan (SUSMP) requirements are incorporated into projects during the development review process. The Urban Runoff Management Plan, created by the Storm Water Pollution Prevention Program (Storm Water Program), is divided into three chapters:

Program Framework addresses the broad issues and urban runoff management program structure, including public participation, education, enforcement, monitoring, and watershed planning.

Storm Water Best Management Practices describes the storm water practices that will be implemented by various City departments, industrial and commercial facilities, and residential areas.

Planning & Development describes the storm water protection and watershed planning policies that will be incorporated into the City's Progress Guide and General Plan, and details the storm water best management practices (BMPs) and policies that will be included into the project planning and development review processes for both public and private development projects, including the Standard Urban Storm Water Mitigation Plan (SUSMP) requirements.

DISCUSSION

The Urban Runoff Management Program's primary goal is maximizing water quality protection through effective and efficient use of resources. The City recognizes that it faces several significant challenges in implementing this program because of its size, the need to obtain new revenue sources to implement all the activities identified with this program, and relatively new concepts that this program requires the City and its constituents to embrace. The Storm Water Program has addressed this goal by developing a phased program implementation strategy that recognizes economic, sociopolitical, and scientific opportunities and constraints over time.

The Urban Runoff Management Plan emphasizes moving the entire City forward on all fronts, or "raising the bar" toward improving water quality regardless of the location within the watershed. Resources are leveraged with the most efficient programs, like employee training, good housekeeping, education, and outreach, which will prevent pollution from happening in the first place. The City will implement new storm water inspections, not only at City facilities but also at industrial and commercial businesses. In the future, resources will be directed by watershed specific priorities once the inventories and other information are integrated into Geographic Information System (GIS). The Urban Runoff Management Plan represents the City's vision for the next 4-1/2 years of this long-term program implementation strategy, and sets the groundwork for a dynamic program that will facilitate improvements over time. Some of the document's highlights include:

General storm water education. The City of San Diego's "Storm Water Pollution Program Survey of City Residents" (July 2001), found that less than half of the City's 1.25 million residents knew that our storm water conveyance system drains untreated directly to our beaches and bays. Initial citywide education efforts will provide a basic level of understanding to City employees and residents so that we can collectively develop and implement more focused program activities in the future.

Municipal facilities & activities. The Urban Runoff Management Plan's "Municipal Facilities Operation & Management" components require the development of storm water management plans, implementation of good housekeeping activities, such as street sweeping and proper waste handling, and annual self inspections at over 1,800 City facilities to ensure that the City is doing its part in protecting and improving water quality in the region.

Storm Water Master Plan. The Storm Water Program is shifting its activities towards a watershed approach, which will eventually result in more prioritizing of efforts into specific areas of concern. The watershed planning efforts will include the preparation of a master drainage plan, or storm water best management practices (BMP) master plan, that will identify the locations for constructing an integrated structural BMP network, in part facilitated by projects developed under the LEAD (Localized Equivalent Area Drainage) method the City is developing along with the local SUSMP (Standard Urban Storm Water Mitigation Plan).

Program revenue requirements have been identified. The Fiscal Analysis component identifies the estimated citywide financial resources necessary to implement the activities identified in the Urban Runoff Management Plan. The implementation of the new requirements on a citywide basis is expected to cost as follows:

Permit Year/Budget Period	Cost
1. July 1, 2001 - June 30, 2002	\$27,254,833
2. July 1, 2002 - June 30, 2003	\$55,828,016
3. July 1, 2003 - June 30, 2004	\$49,921,368
4. July 1, 2004 - June 30, 2005	\$50,678,255
5. July 1, 2005 - June 30, 2006	\$52,928,582
Total Five-Year Cost	\$236,611,054

Actual implementation of these activities will be phased and is dependent upon identification of funding in future yearly budgets and City Council approval. Given the limited resources of the City's General Fund to support the additional Program costs that will be incurred over the five-year life of the Permit, it is recommended that user fee revenues finance the Urban Runoff Management Program partially or fully. Various funding alternatives are listed in this component, however, recommendations will be submitted separately for consideration by the City Council.

The Storm Water Program in the General Services Department is the lead office for the City's efforts and will administer the citywide budget for the Program. Individual departments will be responsible for budgeting their respective storm water activities. In addition, the Storm Water Program provides technical expertise and guidance to all City departments to ensure implementation and compliance with the Municipal Permit. Each department is responsible for implementing the Municipal Permit requirements applicable to their activities and keeping records of those activities to enable the Storm Water Program to perform an annual assessment of the City's actions.

CONCLUSION

The City of San Diego recognizes the key role that public participation will play in the success of pollution prevention efforts; especially during the initial years of program implementation. Our Urban Runoff Management Program emphasizes public involvement and will establish the City of San Diego as not only a clean water leader but also a community partner and supporter of storm water pollution prevention efforts. Staff recommends that the City Council approve the Urban Runoff Management Plan to begin implementation of pollution prevention activities and comply with the Municipal Storm Water Permit.

ALTERNATIVE(S)

Recommend approval of the Urban Runoff Management Plan

Recommend denial of the Urban Runoff Management Plan

Respectfully submitted,		
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Ernie Anderson Director of General Services		Approved: George I. Loveland Senior Deputy City Manager
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Karen Henry
Deputy Director
Storm Water Pollution Prevention Program

LOVELAND/ANDERSON/HENRY

Note: Due to the size of the attachment, it is not available in electronic format. A copy is available for review in the Office of the City Clerk.

Attachment: Urban Runoff Management Plan, dated January 4, 2002.